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OVERVIEW OF HUMAN SERVICE PLANNING IN COUNTY
GOVERNMENT AND SELECTED HUMAN SERVICES AGENCIES
IN THE SAN FRANCISCO BAY AREA

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Association of Bay Area Governments
November, 1976

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OVERVIEW OF HUMAN SERVICES PLANNING IN COUNTY GOVERNMENT AND SELECTED HUMAN SERVICES AGENCIES IN THE SAN FRANCISCO BAY AREA

I. INTRODUCTION

This report provides a summary and comparison of human service planning activities of the nine county governments in the region as well as certain of the larger public and private human services agencies. This particular study is a part of the Association of Bay Area Governments' Human Services Capacity Building Project which was funded in part by the Department of Health, Education and Welfare Partnership Grant Program.

In April 1976, ABAG contracted with Urban Management Consultants of San Francisco, Inc. (UMC) to perform an initial survey of planning and coordination activities of local governments and selected major Bay Area human service agencies. This work included:

- o A description of the extent to which counties and cities are involved in the planning, funding and delivery of human services, and the ways in which government jurisdictions and agencies in the region interact. The material on cities felt to be appropriate was used in the ABAG city survey "Human Services in Bay Area Cities", separately bound. The material on counties and agencies is the subject of this document: the two reports should be read together.
- o A report on county, city and agency reactions to potential alternative human service roles for ABAG. Such was completed and used by the ABAG Human Services Capacity Building Task Force in its role recommendations, which were approved by the ABAG Executive Board on July 15, 1976.

Methodology

Because of the large number of potential sources of information and the short time period available, the consultant performed two closely related data collection processes: personal interviews and telephone interviews with respondents. At least one person in each of the nine Bay Area counties was interviewed. Respondents included county managers, assistant county managers/administrators, staff to the county manager/administrator, and human services agency management personnel.

For the human service agency interviews, the consultant spoke to agency directors, assistant directors, or planning staff. Agencies included Community Action Agencies, Regional Criminal Justice Planning Boards, Area Agencies on Aging, Comprehensive Employment and Training Act (CETA) prime sponsors, United Ways, and selected State agencies (names are given in the appendix).

It should be understood that this report is not meant to be definitive. This report intentionally provides only a first look at the major aspects of the human services "system" as it operates in the Bay Area, depicting some of the major features of this field. For a more complete understanding, ABAG's "Human Services in Bay Area Cities" report also should be reviewed. The consultant's material is based almost entirely on personal interviews with usually not more than one person representing a given agency or county government. Given these limitations, this report is offered to assist Bay Area local governments and other local agencies in understanding the planning of human services in an intergovernmental context.

II. SUMMARY

Is there a "Bay Area Human Services System"? Webster's New Collegiate Dictionary defines a "system" as: "a regularly interacting or inter-dependent group of items forming a unified whole."

The simplest conclusion that can be drawn from the consultant's research is that no system exists -- by Webster's or any other definition. The various human service organizational elements in the Bay Area lack the regularity and unification to comprise a system. The consultant's observations as of June 1976, included:

Counties

- Several of the nine counties in the Bay Area have undertaken, or anticipate doing some form of "comprehensive" human services planning.
- There is little similarity in the approaches taken by individual counties in terms of organizational structure for either human service planning or service delivery.
- Counties have considerable interaction with agencies operating within their boundaries, though this is usually ad hoc.
- Counties expressed a desire to improve communications with cities within their boundaries regarding human service issues.

Agencies

- Agencies have had relatively little flexibility in the design of new human service planning processes. Agency planning activities are often imposed by Federal or State regulations on plan content, format, and process.
- Agencies varied widely in the nature of the composition of their governing bodies. Some were under the direct control of counties and/or cities, while many were independent.
- Agencies have a broad spectrum of potential services that they can provide. What was thought to be "single purpose" bodies often turned out to be flexible sources of funding for a variety of programs oriented toward a particular client group (i.e., senior citizens) or social problem (i.e., crime).
- Agencies have quite close contact with counties, but relatively less interaction with cities. Agencies have the least contact with other agencies operating in the same geographic area.

Barriers to Coordination

There was virtually unanimous agreement on the leading barriers to better coordination. Both local government and agencies cited the same problems:

- 1) Lack of adequate resources to properly effect coordination
- 2) "Turf protection" on the part of themselves and those with whom coordination is attempted.

It was the consultant's opinion that the first of these is a "straw man." Most jurisdictions and agencies felt that "coordination" is something that will require staff time independent of other activities and thus is a poor expenditure of funds. In fact, coordination can be beneficial through the mere involvement of others in ongoing activities. It was felt that more attention needs to be given to identifying areas for interaction. A more detailed treatment of counties and agencies follows.

III. COUNTY GOVERNMENT DESCRIPTIONS

County government has a long history in the provision of human services. As the primary receiver of funds for human services at the local level, counties are now allocating more than 50 percent of their annual budgets (including Federal, State, and locally derived funds) for major human services such as welfare, health, substance abuse, and criminal justice.

Many of the nine counties in the Bay Area were either considering or have initiated "overall" approaches to the planning and delivery of human services. The vehicle for accomplishing this varies -- some counties rely on the budgeting process as a means to encourage comprehensive planning. Others are concentrating their efforts on developing one or more components of a comprehensive planning process, such as a county-wide human services inventory or selective evaluation of human services programs. A few counties are analyzing the entire human services "system" operating within their jurisdiction, and from that analysis intend to develop specific planning policies and processes.

The following information gathered by the consultant describes the broad aspects of county human service planning activities. Events are moving rather rapidly in county human services planning, and several proposed changes are either being considered or studied to provide Boards of Supervisors with increased information and capacity for the formulation of human service policies. The individual county descriptions below outline current status*, and, when reported, the use of general revenue sharing funds for human services.

Alameda County

Alameda County is developing a comprehensive approach to the planning and delivery of human services. In July 1974, the Board of Supervisors received a completion report of a feasibility study entitled "Alameda County Human Services Council." The conclusions of the study supported the need to improve the total human services delivery process relating to "the coordination of human services delivery" and to maximize community-based input. The report recommended the establishment of a Human Services Council as the means of introducing changes in the system. The 18-member Council, formed in late 1975, includes county government agency heads, city, private sector, service provider, and citizen representatives.

Through the County Human Services Council and other county efforts, a number of steps are being undertaken which are aimed at improving the way human services are planned and delivered in the County. A study has been completed recently which reviewed the status of current human services planning in Alameda County and suggested ways to undertake a generalized needs assessment and improve Title XX planning in the County. Another recently completed report identified sources and dollar amounts of government and voluntary funds expended for human services in Alameda County

*most information was gathered during May and June, 1976.

during Fiscal Year 1974-75. Additional activities have included development of a classification scheme for human services activities and initiation of a computerized inventory of human services. Currently, the Council is involved in information gathering and problem-identification. Additional comprehensive planning activities will be determined after further findings by the Council and action by the Board of Supervisors.

In 1975, the Alameda County Board of Supervisors also centralized program evaluation activities by creating a Department of Program Evaluation which reports directly to the Board. In its first year of operations, this department (originally an office reporting to the Board) prepared detailed evaluation reports in the human services areas of information and referral, mental health, alcohol and drug abuse.

Organization Structure for Human Services Planning/Delivery

Most human services in the County are provided by the Social Services Agency and the Health Care Services Agency, the later includes four human services areas: Public Health, Mental Health, Alcohol and Drug Abuse, and Hospitals. Until 1975, the County had a Human Resources Agency consisting of Probation, Welfare, Human Relations and Housing. The Social Services Agency includes these same functions except for Probation.

The Board of Supervisors also has created a Revenue Sharing Proposal Review Board to consider and make recommendations on community requests for funding. Substantial revenue sharing allocations to human services occur in Alameda County.

Contra Costa County

Contra Costa County recently completed a study of countywide comprehensive human services planning. Contra Costa County has been involved in various projects concerned with comprehensive human services planning, including the County's Allied Services effort, funded by HEW.

Organization Structure for Human Services Planning/Delivery

In November, 1972 the County established a Human Resources Agency (HRA) that includes most health, welfare and social services programs. (At one time, the HRA had a social planning unit, which has since been disbanded.) Planning is performed by the functional units within the HRA.

In January, 1976 the Board of Supervisors established a 39-member committee to do a feasibility study on developing a comprehensive human services planning process. The committee prepared an extensive report in July, 1976. Board of Supervisors action on the report included the continuation of the County's Human Resources Agency. The committee's recommendation to establish a 35-member Human Resources Planning Commission was sent to the Board's Government Operations Committee for further review.

Marin County

Marin County is developing elements of a comprehensive planning process. Work has begun on preparing a countywide human services needs assessment. The County is involved in a goals-setting process, linked to the budget process, in which departments are grouped into broad program areas: the Health and Human Services Department, the CETA unit, part of environmental control, the Human Relations Department, part of the Probation Department, the Coroner, and the County Service office. Monitoring and evaluation processes have remained decentralized and are the responsibilities of individual departments.

A new process is being initiated in which the human services program requests of community-based agencies will be grouped together for Board of Supervisors' review and action.

There is also a Council of Agencies operating in Marin which is a coalition of non-profit social agencies organized to present a collective voice to the Board of Supervisors on issues of social concern.

Organizational Structure for Human Services Planning/Delivery

The County in 1973, centralized many of its human services in one Department of Health and Human Services. The following functional areas are included in the department: public health, mental health, social services, income maintenance, and human services centers. Manpower and Human Relations are separate departments under the County Administrator, while other human services are located within various County departments.

Communication and cooperation is taking place between the Health and Human Services Department (HHSD) and the Planning Department. The HHSD director reviews land use plans, mainly for the County's unincorporated area, and comments on their social impact. An informal agreement exists between the Health and Human Services Department and the Comprehensive Planning (land use) section of the Planning Department. Under this agreement, HHSD intends to initiate a social planning process that is to be absorbed eventually by the Planning Department.

Napa County

Napa County does not have an overall approach to the planning and delivery of human services. Planning is performed by the individual departments concerned.

Organizational Structure for Human Services Planning/Delivery

In November 1972, Napa County created a Human Resources Agency which delivered the major portion of human services. A year later, this Agency disbanded; since then most services are delivered by separate departments or agencies.

Napa County has a countywide human services advisory body that meets monthly. It is a non-profit organization separate from County government, called the Napa County Services Coordinating Council.

The Board of Supervisors sets aside a percentage of the County revenue sharing funds for human services. These funds are expended only on services that are provided by private non-profit organizations. The Board requires that a Request for Proposal process be followed annually, then holds hearings to determine service priorities.

Santa Clara County

In Santa Clara County, preparation of the yearly budget is reported as a method of planning across functional lines, although departments develop plans within respective functional areas. There is interest in comprehensive human services planning at the Board of Supervisors' level.

In 1973, a Program Planning and Evaluation Unit was established in the Office of the County Executive, initially to evaluate General Revenue Sharing programs. The Unit's functions were recently expanded to supervise a Valley Medical Center/County Medical Services Study and participate in the planning of a Human Services Organization (HSO). HSO will be a County Agency combining primarily the County Departments of Health and Social Services. Determining the most effective ways to do human services planning would be part of the HSO's role.

The County also has received an HEW Capacity Building Grant for the Service Needs Assessment Project which is located in the Planning Department. The stated purpose of this effort is "to ensure the effective delivery of needed human services through cooperative planning and community participation."

Organizational Structure for Human Services Planning/Delivery

The County is beginning to reorganize many departments into agencies. One recently established agency will manage all environmental functions. Another, the HSO, will provide human services. HSO will seek to integrate human services delivery, but it is not yet clear how planning will be done.

San Francisco

The Mayor's office is working towards becoming a focal point for creating a policy and management overview for dealing with human services issues. Work has begun on developing an inventory of human services. Evaluations of the Health, Social Services, and Manpower departments recently have been completed.

San Francisco is considering undertaking a needs assessment and perhaps developing a Social Element to the General Plan. However, at present, most human services planning is done independently by separate departments and offices. San Francisco recently received an HEW Capacity Building grant to improve the human services budget process.

Organizational Structure for Human Services Planning/Delivery

In San Francisco a number of human service programs are located in the Mayor's office. These include criminal justice planning, aging, employment and training, economic analysis, community development, and economic development. The majority of human services are delivered by the Department of Public Health and the Department of Social Services.

(The previous San Francisco Clearinghouse Project, sponsored by the Western Federal Regional Council, was responsible for analyzing and monitoring Federal and state grants for the Mayor.)

San Mateo County

San Mateo County is developing an overall approach to the planning and delivery of human services. Most human services have been planned and delivered by the Department of Health and Welfare which includes half of the County's employees and accounts for half of the County's budget.

The County also has just received an HEW Human Services Capacity Building grant to improve its ability to plan and deliver services.

Organizational Structure for Human Services Planning/Delivery

The four functional areas included in the Health and Welfare Department are: public health, mental health, social services and hospitals. The County is in the process of centralizing its approach to the planning and delivery of human services. On May 25, 1976, the Board of Supervisors approved the County Manager's plan to create a Community Services Department that will bring a number of County divisions, departments, and commissions together under an umbrella structure. These include the Economic Opportunity Commission, the Human Relations Commission, the Area Agency on Aging, the Manpower Planning and Administration Program, Veterans Services, Consumer Affairs and Libraries. The stated reason for this consolidation is to improve the coordination of the planning and delivery of related human services.

The County has established a Revenue Sharing Advisory Council to advise the Board of Supervisors on allocation of these funds. The Health and Welfare Department is the administering arm of the social services portion of the revenue sharing monies.

Solano County

In Solano County, a number of different departments and agencies plan and provide human services, generally independently of each other.

The County does recognize, however, the interrelationship of human services and the need, in some cases, to conduct joint studies. For example, the Mental Health Department, Welfare Department, and Probation Department were involved in a study of children services.

Organizational Structure for Human Services Planning/Delivery

The County has had a decentralized approach to organizing for human services. When planning occurs, it is usually as a condition of receiving State and/or Federal funds.

Sonoma County

Sonoma County does not yet have an overall approach to the planning and delivery of human services. A number of different departments and agencies plan and provide services.

Organizational Structure for Human Services Planning/Delivery

The County has a decentralized approach to organizing for human services, although at one time the County had a Health Services Agency which included health, mental health and hospitals. Today there are separate departments for health, mental health, hospital and welfare which provide the majority of human services.

A current move is being contemplated by the Board of Supervisors to create a Human Services Advisory Council. Its responsibilities would be to study and recommend to the Board of Supervisors ways to coordinate major human services agencies.

Services

Counties traditionally have been the primary deliverers of human services in California. This study did not catalog the wide variety of human services delivered in a number of functional areas. Most of these are mandated by the State and are well described in the publication Catalog of Public Services and Functions (1974), published by the County Supervisors Association of California (CSAC). CSAC's annual California County Fact Book is also a detailed source of information.

Cooperation

All nine Bay Area counties interact to some degree with the major agencies surveyed by the consultant, except for the two state agencies, EDD and Rehabilitation. The most common forms include the agency being a formal part of county government (certain "agencies" discussed in that section are therefore already formal parts of county government), county officials serving on agency boards of directors or advisory councils, and the use of county funds to finance agency services. Less common forms include joint planning and the sharing of data.

Bay Area counties interact, to varying degrees, with their cities. Some counties: Alameda, Contra Costa, Santa Clara, Solano, and Sonoma report certain joint human services activities with cities; while the remaining counties (except for San Francisco which is a combined city and county) report relatively less interaction with cities. Six out of the nine county respondents stated that they felt that better communication and cooperation are needed between the county and cities in planning and delivering human services.

Reasons given by counties for a lack of cooperation and coordination with cities and agencies included administrative, political, and legislative "constraints." In descending order of number of times mentioned these reasons are:

- o Lack of adequate resources to undertake the effort required.
- o Administrative barriers in the form of "turf-protection."
- o Too much professional specialization which makes it difficult to reach agreement on how to solve a given human services problem.
- o State administrative and legislative requirements that limit a county's flexibility.
- o Lack of county control over grants to fund services within county boundaries.

IV. DESCRIPTION OF SELECTED AGENCIES

There are great numbers of public and private human services agencies planning and delivering human services in the Bay Area. This study was concerned with those of a county-wide or multi-county nature. The principal focus was on the degree and type of interaction between these agencies and local government. In addition, the ABAG Capacity Building Task Force had defined the following issue (among others) for study:

"There is a multitude of separate human services agencies in the Bay Area, created by different legislation, operating under different rules and regulations. It is difficult to identify them, much less plan for their use in a comprehensive way. The development of comprehensive city and county government human service policies is frustrated by an absence of linkages to these other major human service organizations."¹

The above issue is not intended to be critical of agencies per se, but rather to point out the importance of their existence in the development of comprehensive local government human service policies.

Agencies' Planning Process

Most Bay Area agencies surveyed, indicated that they undertake one or more "comprehensive" planning activities.* All agencies surveyed (except for the privately funded United Ways) are required to prepare some type of annual plan or application to receive Federal and/or State funds. Generally, agency planning processes and planning timetables are influenced by requirements of these plans. The important Health Systems Agencies (HSAs) are not included in this report since only the North Bay HSA had received tentative designation.

Chart I on the following page identifies planning process "components" of agencies. This chart is intended to provide a descriptive, rather than analytical, overview of agency activities and characteristics.

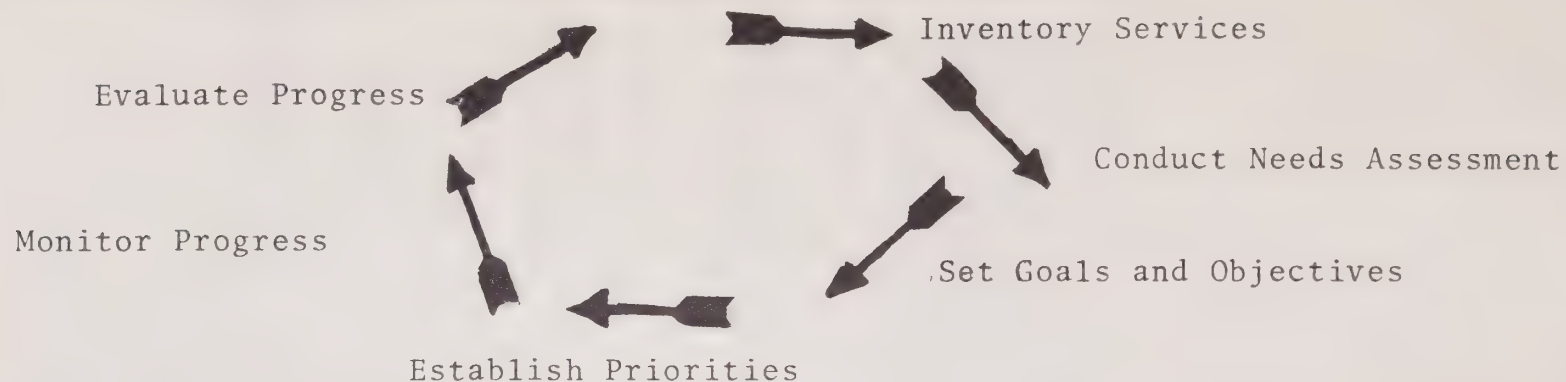
1

"Report of the Human Services Capacity Building Task Force and Staff Report on Human Services Policy Recommendations," Association of Bay Area Governments, June 30, 1976, p.5.

*

establishing goals and objectives, setting program priorities, evaluating programs, conducting needs assessments, monitoring programs, preparing services inventories -- categories developed by consultant.

CHART I - Human Services Planning Components of Bay Area Agencies



| | # | Needs Assessment | Services Inventory | Goals Objectives | Priorities | Monitor | Evaluate |
|---|----|------------------|------------------------------|------------------|-----------------------|-------------------------|-------------------------|
| Area Agencies on Aging | 6 | 83% | 67% | 100% | 83% own 17% others | 67% own 17% other | 50% own 33% other |
| Community Action Agencies | 11 | 73% | 27% own 27% use others | 90% | 91% | 91% 9% use others | 91% 9% use others |
| CETA Prime Sponsors | 13 | 62% | 36% own 18% use others | 100% | 100% | 69% | 85% |
| Criminal Justice Planning Councils | 6 | 100% | 16% own 16% use others | 100% | 100% | 83% | 83% |
| United Ways | 4 | 20% | 20% own 60% use others | 40% | 60% | 20% | 100% |
| State Employment Development Department <u>District Offices</u> | 5 | 100% | 0 | 100% | 100% | 0 | 100% |
| State Rehabilitation Department <u>District Offices</u> | 6 | 100% | 0 | 100% | 100% | 100% | 100% |

Organizational Affiliation

There are major differences in policy and planning control of these agencies -- that is, in their sponsorship and composition of boards of directors. The following illustrates this variety:

CHART II - Agency Sponsorship

| | <u>County Agency</u> | <u>City Agency</u> | <u>Independent Public</u> | <u>Private Non-Profit</u> | <u>Total</u> |
|------------------------------|--------------------------|------------------------|-------------------------------|-------------------------------|--------------|
| Area Agencies on Aging | 3 | 1 | 1 | 1 | 6 |
| Community Action Agencies | 1 | 2 | 2 | 6 | 11 |
| CETA Prime Sponsors | 7 | 4 | 2 | | 13 |
| Criminal Justice Agencies | | 1 | 4 | 1 | 6 |
| United Ways | | | | 4 | 4 |

As shown above, several agencies are, in fact, city or county government operated, usually with department status.

Services

The fact that Bay Area agencies provide a wide variety of human services within their jurisdictions is shown in the following chart, which lists major human services and the agencies that may plan for, fund and/or deliver that service. It should be noted that not all agencies within each grouping necessarily provide all services checked. Some agencies may concentrate on providing only a few services while others have a broader scope.

CHART III - Major Human Services Planned, Provided,
and/or Funded by Bay Area Agencies

| Services / Agencies | A.A.A. | C.A.A. | CETA | Crim. Justice | United Way | EDD | Rehab. |
|--------------------------------|--------|--------|------|------------------|---------------|-----|--------|
| Employment and Training | | X | X | | X | X | X |
| Criminal Justice | | | | X | X | | |
| Drug Abuse | | | | | X | | |
| Family Planning | | X | | | | | |
| Housing | | X | | | X | | |
| Recreation | X | X | | | X | | |
| Education | X | X | X | | X | | |
| Alcoholism | | X | | | X | | |
| Nutrition | X | X | | | X | | |
| Day Care | X | | X | | X | | |
| Transportation | X | X | X | | | | X |
| Health | X | X | X | | X | | X |
| Legal Assistance | X | | X | | X | | |
| Financial Assis- tance | | | X | | | X | X |
| Counseling | X | X | X | | X | X | X |
| Services to Older Adults | X | X | X | | X | | |
| Services to the Handicapped | | X | X | | X | | X |

Agency Geographical Jurisdiction

As already discussed, several of these agencies are, in fact, incorporated into county government as operating units or departments. In any case, an understanding of the geographical area covered is important to those who wish to establish linkages with these agencies. The following agencies plan and/or deliver services on a county or multi-county basis:

CHART IV - Agency Jurisdiction

| | <u>Multi-County</u> | <u>County</u> | <u>Total</u> |
|---|---------------------|---------------|--------------|
| o Area Agencies on Aging | 1 | 5 | 6 |
| o Criminal Justice Agencies | 1 | 5 | 6 |
| o United Ways | 3 | 1 | 4 |
| o State Employment Development Department Districts | 2 | 3 | 5 |
| o State Department of Rehabilitation Districts | 2 | 4 | 6 |

Because certain agencies cover more than one county, the effect of their planning and delivery of services in a single county is more complex. Problems, such as varying planning timetables, dissimilar plan formats, differing administrative requirements, and Federal and State legislative mandates, make it more difficult for counties to coordinate these services with their own human service planning systems. However, all of the multi-county agencies using their own geographical planning areas show county boundaries as the largest planning unit. Therefore, it appears that county needs can be considered in the planning and delivery of these services. The following other agencies plan and deliver services on a county or city basis:

CHART V - Community Action Agency and CETA Jurisdictions

| | <u>County</u> | <u>City</u> | <u>Total</u> |
|------------------------------|---------------|-------------|--------------|
| o Community Action Agencies* | 9 | 2 | 11 |
| o CETA Prime Sponsors* | 9 | 4 | 13 |

A set of base maps with overlays of the above agency boundaries is available for examination at ABAG's offices.

*ACAP/ACTEB in Alameda County is a combined CETA and community action agency.

Cooperation

Agency to agency cooperation and coordination involves for the most part, shared membership on each other's advisory councils and exchange of data and information.

Agencies identified the following major constraints to increased cooperation among themselves and with local government:

- o Administrative requirements mandated by Federal and State legislation.
- o Unclear functional division of roles of agencies, counties and cities.
- o Lack of political commitment and/or interest.
- o Administrative barriers in the form of "turf protection."

Bay Area Human Service Agencies Surveyed

Area Agencies on Aging

Alameda Office on Aging
Contra Costa Department of Social Services
North Bay Senior Planning Council (Marin, Napa, Sonoma,
and Solano Counties)
San Francisco City and County Commission on Aging
San Mateo Area Agency on Aging
Santa Clara Office on Aging

CETA Prime Sponsors

Alameda County Employment and Training Board (ACTEB)
CETA Administration - City of Berkeley
Contra Costa County Office of Manpower
Mayor's Office of Employment and Training - City and County
of San Francisco
Marin County Manpower Program
Napa County Department of Social Services - Manpower Section
Manpower Services Department - City of Oakland
Manpower Services Department - City of Richmond
San Mateo County Manpower Planning and Administration Program
Santa Clara Valley Employment and Training Board
Solano County Manpower and Planning Program
Sonoma County CETA Administration
Department of Employment Development - City of Sunnyvale

Community Action Agencies

Associated Community Action Program (ACAP: portions of Alameda County)
Berkeley Community Action Agency
Contra Costa County Office of Economic Opportunity
Community Action of Marin
Napa County Council for Economic Opportunity
City of Oakland Community Resources Department
Economic Opportunity Council of San Francisco
San Mateo Economic Opportunities Commission, Inc.
Economic and Social Opportunities, Inc. (Santa Clara County)
Sonoma County People for Economic Opportunity, Inc.
Solano County Economic Opportunity Council

Criminal Justice Agencies

Alameda County Criminal Justice Planning Board
Criminal Justice Agency of Contra Costa County
North Bay Regional Criminal Justice Planning Board (Marin, Napa, Sonoma and Solano Counties)
Mayor's Criminal Justice Council - San Francisco City and County
Criminal Justice Council of San Mateo County
Santa Clara Regional Criminal Justice Planning Board

United Ways

United Way of the Bay Area (Five counties)
Napa - Solano United Way
United Way for North Bay (Sonoma and part of Mendocino Counties)
United Way of Santa Clara County

State Employment Development Department (EDD)

Bay Area Regional Office
Sonoma, Solano Napa Counties District Office

State Department of Rehabilitation

Sacramento Regional Office
Alameda District Office

V. ABAG COMMENTS

Several Bay Area counties have set out to develop new mechanisms for overall human services policy making. County government is key -- in many cases pivotal -- in any attempts to establish comprehensive local policies. A survey of human services in five California counties (San Diego, Alameda, San Bernardino, Fresno, and Mendocino) broadens the understanding of this:

"The most critical part of making successful plans is the assurance that the policymakers are dealing with all available information. One of the key factors mitigating against having full access to all the facts is the historic lack of coordination among the various actors in the human services area.

Within county government, there is seldom close cooperation and coordination between the various departments which deal in human services. Even in those counties that have established the agency concept there is considerable difficulty in assuring utilization of basic information and the coordination of planning efforts. This is further compounded by the fact that county planning efforts are very seldom coordinated with other units of local government, and particularly not with local private social service efforts.

'Coordination' between county government and the state and federal levels is all but impossible because the latter two have heavy control responsibilities over the activities of county government in this area. These difficulties are further compounded because of the lack of coordination among federal and state agencies..."²

Points of Opportunity for "Coordination"

While much can be accomplished to interrelate current county, city, agency, and private human service activities, a prime opportunity is presented in Title XX planning (Title XX of the Social Security Act*). After considerable work on the part of the League of California Cities, ABAG, United Way, and other associations and interest groups, the State has modified the Title XX "planning packet" for the 1977-78 planning process. The State urges "coordination at the local level," defining it as:

"...the joint participation of agencies and individuals in organizational arrangements designed to yield benefits to each, including minimizing overlap, duplication, and conflicts, while maximizing resources and reducing costs. Coordination may take place at three levels: policy, management, and service delivery. Coordination may occur through

²

"California County Human Services Administrative Structures: A Five County Survey," County Supervisors Association of California, draft, July, 1975, p. 33.

*other important opportunities exist with General Revenue Sharing, health and manpower programs, economic development, housing and community development.

program planning between agencies at the same level or through different levels of government (e.g., state-county). Coordination may be developed internally (efforts within an agency) or externally (between two or more separate agencies). Coordination may involve relatively simple techniques such as information sharing to more complex techniques such as coordinated decision-making and integrated service delivery.

The State Comprehensive Annual Services Program Plan must describe how both the planning and provision of services under Title XX are coordinated with programs offered under other titles of the Social Security Act and related human services programs."³

Chart VI, also from the State's Title XX packet, illustrates subject areas for coordination, and suggests certain organizations that should be involved.⁴

Mutual Interest in Human Service Cooperation at the Local Level

The question of mutual interest in human services cooperation has been answered in the affirmative by many local governments and human services agencies. The League of California Cities considers cooperation to be imperative in this field. The CSAC study supports the call for cooperation, from the county perspective:

"With the advent of general revenue sharing, city government has found itself inundated with requests from the public to assume financial responsibility for social services. The non-public social service agencies have also been able to improve their financial capacity by seeking funds from the federal government directly as well as seeking city and county general revenue sharing funds.

All of these factors make critical the need for major efforts by county governments to coordinate their human services planning and policymaking efforts."⁵

In summary, the time is appropriate for new efforts at the local level to improve -- and in some locations, to begin -- communication and cooperation in human services. ABAG's new human services role is directed at assisting in this endeavor.

³

"The Title XX Social Services Program Planning Package for Fiscal Year 1977-78," State Department of Health, Title XX Planning and Development Section, August, 1976, pg. 31.

⁴

Ibid., p. 39.

⁵

CSAC, op. cit., p. 34.

PROGRAM COORDINATION
FORM G

CHART VI - HUMAN SERVICES WHICH MAY BE COORDINATED WITH TITLE XX

| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | | 8 | | 9 | | 10 | | 11 | | 12 | | 13 | | 14 | | 15 | 16 | 17 | 18 | 19 | 20 | 21 | | 22 |
|---|---|-----------------------------------|---|--|---------------------|---|--------------------------------|-------|------------------------|-------|-----------------------------------|----------------|----------------------------|-------|---------------------------|-----------|---------------------------------|-------|--------------------------|--------|-------|------------------------|---------------------------|---------------------------------|---------------------------|------------------------|--------------------------------|-------|--------------------|-------|-----------------------------------|
| COORDINATION TECHNIQUES | Title IV-A Aid To Families With Dependent Children (AFDC) | Title IV-B Child Welfare Services | Title IV-C Work Incentive Program (WIN) | Title XVI Supplemental Security Income (SSI) | Title XVII Medi-Cal | Title XIX Medical Assistance (Medi-Cal) | Employment & Manpower Services | | Health Services | | Criminal Justice Juvenile Justice | Aging Services | Developmental Disabilities | | Vocational Rehab Services | Education | Housing & Community Development | | Substance Abuse Services | Cities | COG'S | Mental Health Services | Children & Youth Services | Community Action Agencies (000) | Umbrella Private Agencies | Other (Please Specify) | | | | | |
| | | | | | | | CETA | Other | Health Services Agency | Other | | | LEAA | Other | | | Older Americans Act | Other | | | | | | | | | Developmental Disabilities Act | Other | Head Start Program | Other | Housing and Community Development |
| 1. Informal Contact | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 2. Review & Comment on Plans | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 3. Membership on Joint Advisory Committees | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 4. Joint Program Development | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 5. Joint Needs Assessment | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 6. Joint Resource Identification | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 7. Joint Financing of Projects | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 8. Co-location of Service | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 9. Joint Staff Training | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 10. Sharing of Staff | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 11. Joint Eligibility Determination | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 12. Joint Client Case Management | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 13. Formal Contracts and Memoranda of Understanding | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 14. Program Approval/ ** Sign-Off** Responsibility | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 15. Other (Please Specify) | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 16. Other (Please Specify) | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

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